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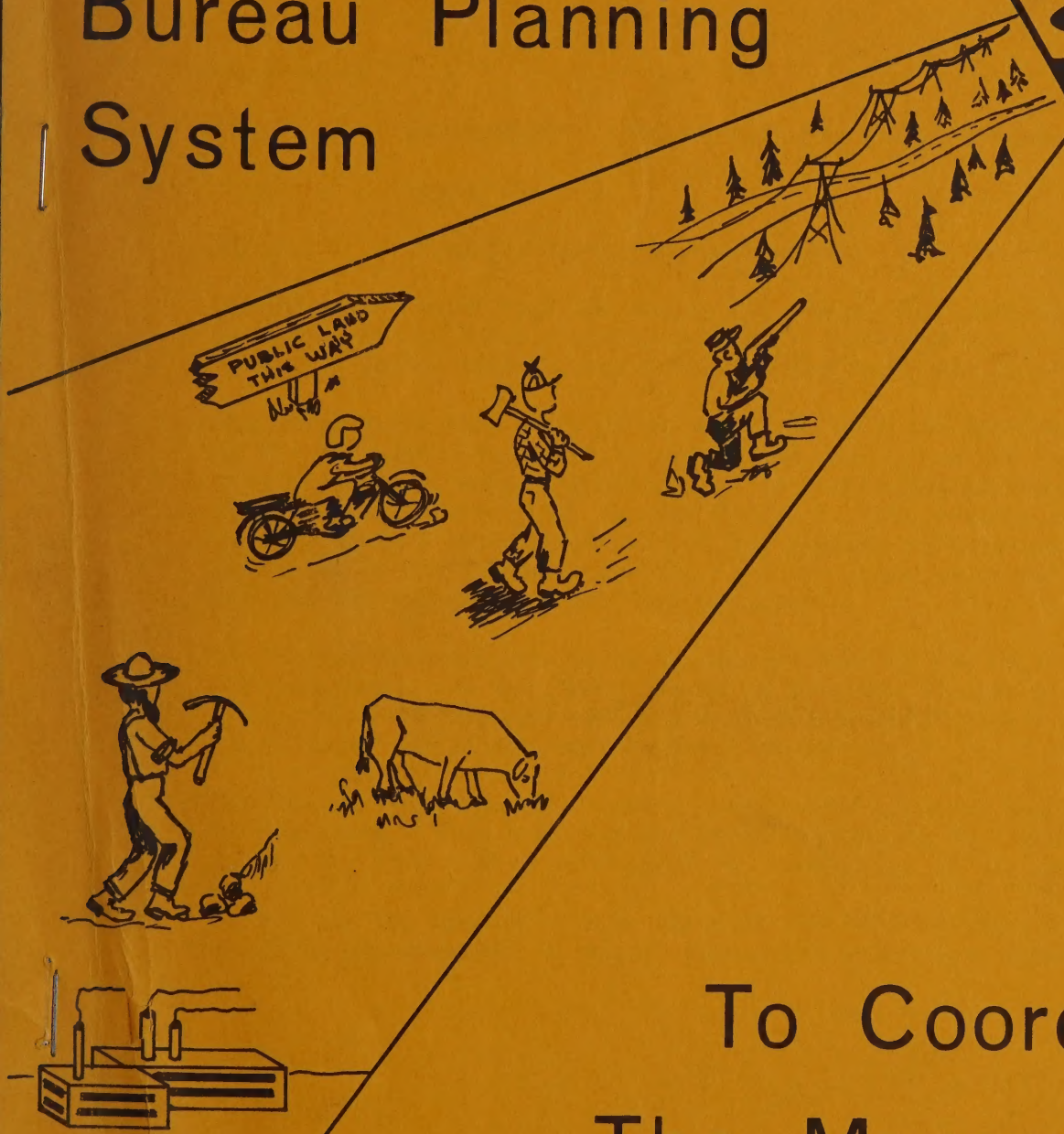
Using The Bureau Planning System



To Coordinate The Management Of Resources

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UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
STATE OFFICE
2800 Cottage Way - Room E-2841
Sacramento, California

Memorandum

To: Participants - Bureau Planning System Training

From: State Director

Subject: Planning System Implementation

During this fiscal year the Bureau will begin implementing its Planning System. The Planning System is explained in manuals 1601-1608 which have already been released for field use.

Our major goal this year, as stated in Information Memo No. 69-93, is for all employees to fully understand the system and to become proficient in procedure applications by completing at least one Management Framework Plan in each District. The meeting in which you are to be a participant is for the purpose of training key personnel on the Planning System. You and other personnel will then utilize the system as a tool for management.

The Bureau Planning System is the end product of the work of many BLM personnel. It was field tested in Colorado, Oregon and here in California. It was reviewed and approved by all Director's Office staff units and we are now committed to its use.

The system is designed to insure coordinated resource management on Bureau lands. Your interest and participation in this training session is the key step toward successful implementation of the system.

As you use the system in your District you will be expected to identify possible improvements in manual guidelines and system applications.

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AN INTRODUCTION TO THE

BUREAU PLANNING SYSTEM

What's all this about a planning system? What's an MFP, an activity recommendation, or a support recommendation? These terms may be very familiar to you, especially if you have been involved in the design and test efforts of the system. On the other hand, they may just be unrelated names and titles.

The planning system session in which you are to participate is intended to give you a working knowledge of the system and to show you how to apply it to areas within your District. To do this you must become familiar with the concepts and procedures of the system and understand why it is needed. This introduction may help provide a better basis for your participation in the training session.

Planning in its pure sense can involve many different procedures. Each different government agency, business concern, or even an individual would approach it differently. Planning may be defined as an orderly and systematic process whereby information on various subjects is analyzed, alternatives are identified and decisions reached. There is no one system for doing this, although there are similarities between all planning systems since the deductive process of planning is basically the same. The variations arise because every government agency, business, or individual has different objectives to reach and different factors which weigh on their decision-making process.

What are the considerations which weigh on decisions of the BLM? Do we have our objectives and goals clearly in mind? What is the

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mission of the BLM? The base for our mission is legislative - the laws which we must carry out. Of our thousands of laws, the single most all-encompassing management law is the Classification and Multiple Use Act. This Act states that the BLM will administer the public domain lands for multiple use and the sustained yield of the products and services obtainable therefrom. No overall priority is assigned by the C&MU Act or by the Secretary to any specific use. The guideline to be followed is that the lands will be administered for the use or combination of uses which will best achieve the objectives of optimum production, taking into consideration all pertinent factors, including, but not limited to, ecology, existing uses and the relative values of the various resources in particular areas.

BLM regulations (43 CFR 1725) implementing the C&MU Act state: "The lands will be managed for optimum production of the various products and for the uses for which they are physically and economically suited. The following matters will be considered:

(a) Existing or future demand for the resource use, value or commodity.

(b) Coordination and cooperation with the resource use and management programs of States, local governments, public organizations and private landowners.

(c) Consistency with national programs.

(d) Compatability of the possible uses."

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If you closely analyze the above statements you will see that the BLM - which means you - has an almost overwhelming responsibility in

determining the uses of that land which it administers. How can you be certain that all of the factors which bear on the problem are considered? In addition, if you are successful in identifying these factors, they may be found to be at odds with each other. For instance, the support of a local economy through mining may appear directly in conflict with the goal of protecting the public lands from avoidable deterioration. How do we reconcile this?

A Systematic Approach to Resource Problems

The BLM Planning System provides a framework for doing this in a logical and structured manner. The structure is necessary to insure that each resource and the analysis of the factors which weigh on the use of that resource receive the attention it deserves. As such, the planning system is not an ivory tower forecasting device. It is a tool for your use to help make the best decisions possible on the critical resource problems you are facing now.

The C&MU Act is a mandate. A mandate that Bureau lands must be managed under the principle of multiple use. Multiple use applies to more than just resources. It is the use of these resources by different people with different interests. We also have multiple users. The "people needs" item is an essential part of the system. These needs are determined in several ways - one of which is through public participation during the planning process.

These, then, are the reasons that the Bureau's Planning System was developed. It is a system to assure that people needs, resource

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capabilities, policies, etc., are blended into a decision-making process. The working of the system and the decisions resulting from the use of the system will be only as good as the inputs you develop. It is a tool to be used. It is not a document to be shelved.

Components of the Bureau Planning System

The various components of the system are set forth in BLM Manual 1601. The three major sections of the system involve Guidance components, Information components, and Decision components.

The Guidance components are set forth in BLM Manuals 1602 and 1603. These involve mainly the policy statements of the Directorate, the objectives of each resource activity, and statements as to the direction the various Bureau programs should take. In many cases, these are of a general nature and occasionally conflict with each other. They don't necessarily tell you what to do to solve each problem but they do give guidance to help make decisions.

The Information components are covered in BLM Manuals 1604, 1605, and 1606. 1604 is the Management Environment Analysis. It is an analysis of the operating environment in which decisions are made. What are the local government situations, local planning considerations, the activities of other agencies which must be considered in conjunction with the activities of the Bureau? This is covered on a district-wide basis and requires the preparation of a District Management Profile.

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A major component of the Information section is Supply Analysis - what resources need be considered in specific areas - what are their present condition and use - what are the capabilities and opportunities for development. This is covered in the Unit Resource Analysis (1605). It is in the URA that the resources occurring on-the-ground are identified and analyzed. This must be done objectively, thoroughly, and realistically. Each resource must be analyzed separately without relationship to other resources. In other words, no multiple use considerations or decisions are to be made in URA.

Another major component is the Demand Analysis (1606). It portrays demand and/or needs for resources and the economic impact of the use of these resources locally, regionally, and nationally. The two major components are the State Economic Profile and the District Supplement.

The Decision section, for purposes of the session, primarily relates to the Management Framework Plan, BLM 1608.

The MFP involves the process of taking the resource data from URA and analyzing it in the terms of the relationship between each resource, the influence of guidance components, the environmental analysis, and the impact of the economic demand data, and arriving at resource use decisions. Through this process you determine the use conflicts and the best use alternatives that will take place on a particular area of land, the impact of these resources on the social, economic and political environment, and the coordination required between the various activities in carrying out the overall program.

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How each activity does this in detail is covered in activity planning, but the MFP sets forth the limitations and role that each activity will have in an area. It provides the framework for subsequent management actions.

This has been a short summary of the planning process as related to the BLM Planning System and why planning is needed. As you review the details of Bureau Manuals 1601-1608, keep the following points in mind:

1. Planning is a process. It must be dynamic, alive, and always reflecting new impacts of resource information and demands. It must be responsive to changing policy and direction.
2. Most importantly it must be a tool for the use of all levels of administration. Particularly, it must be used as a tool by on-the-ground resource managers to arrive at the best decisions possible regarding resource use.
3. The end result of this planning process and the Planning System is not a pretty "plan" which goes into a bookcase but rather an operating framework which states what you want to do in the way of resource management and why you are doing it.

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THE ITEMS WHICH WILL BE COVERED DURING

THIS TRAINING SESSION ARE LISTED ON THE

FOLLOWING GENERAL COURSE OUTLINE.

GENERAL COURSE OUTLINE

Planning System Training

1. General Planning System (1601)
   A. Purposes and Objectives
   B. General Characteristics
   C. Program Activity Definitions

2. Guidance Components
   A. Basic Guidance (1602)
   B. Supplemental Guidance (1603)

3. Information Components
   A. Management Environment Analysis (1604)
      1) District Management Profile
      2) Initial Analysis
      3) District Organizational Analysis
   B. Unit Resource Analysis (1605)
      1) Concepts of URA
      2) URA Procedures
   C. Economic Profile (1606)
      1) State Economic Profile
      2) District Economic Supplement

4. Decision Components - Land Use and Development Planning (1608)
   A. Definition, Components and Concepts
      1) Management Framework Plans (1608.1)
      2) Program Activity Plans (1608.2)

A detailed agenda will be provided at the beginning of the training session. The general agenda which will be followed is to present the concepts and components of the Planning System during the first full day of training. The second day will be devoted to walking through a pilot district experience in using the planning system components to prepare a Management Framework Plan. You will see how one district applied the concepts of the Management Framework Plan to arrive at defensible activity and multiple use recommendations and support requirements (Steps 1 and 2 of MFP). Your review of the final decision

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(Step 3 of MFP) will give you an insight into how these recommendations are affected by the various constraints to resource management and by the input from an interested public.

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